
CHAPTER 1—INTRODUCTION

The Kanab Resource Management Plan (RMP) will guide management actions on public lands. The Bureau of Land Management (BLM) will document broad-scale land use plan (LUP) decisions in the Kanab RMP for each program area that guides subsequent site-specific implementation. As the broadest, least specific level in the BLM planning process, the Kanab RMP will prescribe the allocation of and general future management direction for the resources and land uses of BLM-administered public lands in the planning area. In turn, the RMP also guides more specific tiers of the planning process (i.e., activity plans and projects or site-specific plans). Comprehensive in nature, the Kanab RMP will address resource management issues identified through public, agency, and interagency scoping efforts as well as resource management according to BLM policies. The Kanab RMP will establish goals and objectives for resource management, the actions needed to achieve them, and parameters for using BLM lands. Lands that are open or available for certain uses, including any applicable restrictions, and lands that are closed to certain uses are also identified. The Federal Land Policy and Management Act (FLPMA) of 1976, as amended, requires the BLM to manage the public lands and their various resources so that they are used in the combination that will best meet the present and future needs of the American people. LUP decisions are made according to the procedures in the BLM's planning regulations (43 Code of Federal Regulations [CFR] §1600) and in accordance with FLPMA.

The development of the Kanab RMP, which requires preparation of an Environmental Impact Statement (EIS), constitutes a major federal action and is subject to the National Environmental Policy Act of 1969 (NEPA). NEPA requires federal agencies to consider environmental consequences in their decision-making process. This EIS is being prepared to analyze the impacts from the decisions proposed in the various RMP alternatives and to fulfill the requirements for implementing NEPA found in 40 CFR 1500–1508. The EIS informs decision-makers and the public of a range of reasonable alternatives, associated environmental impacts, and any mitigation measures required for selection of an alternative. This EIS analyzes four distinct alternatives (alternative RMPs) for management of the decision area that resolves the issues identified during the planning effort. All decisions discussed in this document apply only to public lands administered by the BLM.

1.1 PURPOSE AND NEED

1.1.1 Purpose

FLPMA requires that the BLM “develop, maintain, and when appropriate, revise land use plans” (43 United States Code [U.S.C.] 1712(a)). The BLM has determined that it is necessary to revise existing LUPs and prepare a new RMP for the Kanab Field Office (KFO) based on a number of new issues that have arisen since preparation of the existing plans. In general, the purpose of this RMP is to:

- Ensure that public lands are being managed according to the principles of multiple use and sustained yield
- Provide an overview of goals, objectives, and needs associated with public land management
- Resolve multiple use conflicts or issues between resource values and resource uses
- Consolidate the existing five LUPs and their amendments.

The resulting Kanab RMP will establish consolidated guidance and updated objectives and management actions for the public lands in the decision area. The RMP will be comprehensive in nature and will address issue categories that have been identified through agency, interagency, and public scoping efforts.

1.1.2 Need

Since completion of the existing LUPs, considerable changes have occurred within the planning area that have resulted in existing plans needing new or additional program direction in some areas. These changes have resulted in three key topics that necessitate the preparation of a new RMP. The three key topics are changes in policy, changes in resource condition or demands, and changes in administrative boundaries. The following paragraphs provide a brief summary of these key topics.

Changes in Policy

National level BLM policies have been revised since completion of the existing LUPs. Such changes in policy include the development of *Standards for Rangeland Health*, revisions in cultural and paleontological resources management, new special status species listings, development of a statewide riparian policy, a new Executive Order addressing Migratory Bird Treaty Act compliance, and implementation of the Energy Policy and Conservation Act of 2000 (EPCA), and changes addressing off-highway vehicle (OHV) and soil, water, and air management. This current planning process will allow for these policies to be integrated into the new RMP.

Changes in Resource Condition or Demands

Since completion of the existing LUPs there have been changes in resource conditions or demand for resource use. Many of changes were identified in a Special Evaluation Report, completed in 2002 by the KFO (BLM 2002a), which concluded that some of the decisions within the existing LUPs are in need of revision. For example, OHV use has substantially increased throughout the planning area, increasing the potential for impacts on resources and conflicts with other uses. There are several species that have been federally listed under the Endangered Species Act (ESA), and critical habitat designated and other special status species identified, since the existing plans were developed. In addition, changes in resource use levels and patterns have created areas of conflict between resource protection and resource uses. This planning effort would provide new management direction to address existing and foreseeable changes to resource conditions and demands.

Changes in Administrative Boundaries

The need for this planning effort, as noted above, is partly due to changes in administrative boundaries since the existing LUPs were completed. Land transfers, realignment of BLM administrative units, and the designation of Grand Staircase-Escalante National Monument (GSENM) have changed the land ownership and land use patterns throughout the planning area. This planning effort will update resource management and use allocations based on these new managerial responsibilities and the associated impacts these changes have on land use patterns.

1.2 DESCRIPTION OF THE DECISION AREA

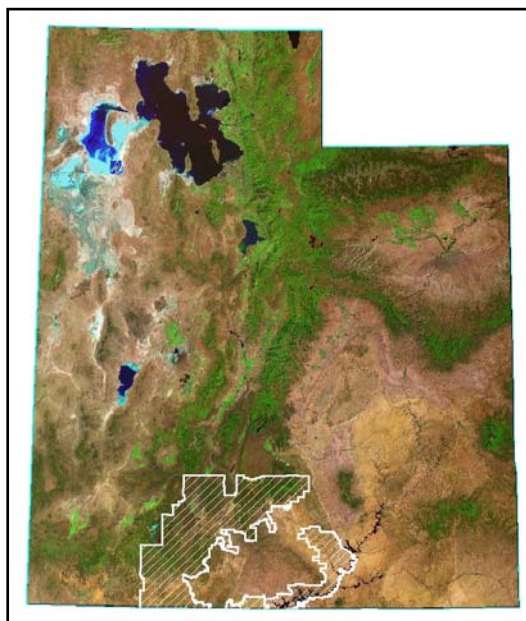
BLM's Land Use Planning Handbook (H-1601-1) differentiates between geographic areas associated with planning. They include the planning area, decision area, and analysis area.

Planning area – This is the region within which the BLM will make decisions during a planning effort. A planning area boundary includes all lands regardless of jurisdiction; however, the BLM will make decisions only on lands that fall under BLM jurisdiction (including subsurface minerals). Figure 1-1 shows the planning area in relation to the State of Utah.

Decision area – This includes the lands within a planning area for which the BLM has authority to make land use and management decisions. The BLM directly manages all BLM-administered public lands (surface and subsurface). The BLM also manages mineral operations on those federal lands managed by other federal agencies. In addition, it manages mineral operations on split estate lands where a private or other non-federal party (state) owns the surface while the Federal Government owns the subsurface minerals. The Kanab RMP will not include any planning and management decisions for areas where the land surface and minerals are both privately owned or owned by the State of Utah or local governments. For the purposes of this document, the decision area refers to all BLM-administered surface (Map 1-1) and subsurface.

Analysis area – This includes any lands, regardless of jurisdiction, for which the BLM synthesizes, analyzes, and interprets data and information that relates to planning for BLM-administered lands. Analyses that extend beyond the planning area allow management decisions to be made within the context of overall resource conditions and trends within the surrounding area. Use of the term “analysis area” in this document may vary according to resource or discussion. For example, the social and economic features section of this Draft EIS refers to an analysis area comprising Garfield and Kane counties.

Figure 1-1. Kanab RMP Planning Area



The planning area is located in south central Utah and is bordered by Piute and Wayne counties on the north, Washington County and Zion National Park on the west, Arizona on the south, and Capitol Reef National Park and Glen Canyon National Recreation Area (NRA) on the east. The planning area also includes the Utah portion of the Paria Canyon-Vermilion Cliffs Wilderness, which is administered by the KFO. Major drainages in the planning area include the North Fork of the Virgin River, Orderville Gulch, East Fork of the Virgin River, Kanab Creek, Sevier River, Paria River, Birch Creek, and North Creek (Escalante River). Elevations range from more than 10,000 feet northeast of the town of Escalante to about 4,500 feet at the Barracks along the East Fork of the Virgin River. Intermingled with and adjacent to BLM-administered lands are resources of national and international significance, including Bryce Canyon National Park, Zion National Park, the North Rim of the Grand Canyon, Glen Canyon NRA, Pipe Spring National Monument, Cedar Breaks National Monument, GSENM, Grand Canyon-Parashant and Vermilion Cliffs National Monuments, Kodachrome Basin State Park, Escalante Petrified Forest State Park, and Coral Pink Sand Dunes State Park.

The planning area contains historical communities, diverse terrain, scenic landscapes, and recreational attractions that figure prominently in the settlement, history, culture, and enjoyment of southern Utah. Traditional occupational pursuits historically associated with Utah include farming, ranching, mining, tourism, retail trade, transportation, and construction. Major transportation routes include U.S. Highway 89, State Route 9, State Route 14, State Route 12, Johnson Canyon/Glendale Bench Road, Yellowjacket Road, Hancock Road, Posey Lake Road, and Upper Cottonwood Canyon Road.

Of approximately 2,847,200 acres of land within the planning area, this RMP will make decisions for the BLM surface estate and the federal mineral estate managed by the KFO (Table 1-1 and Map 1-1).

Table 1-1. Land and Minerals Ownership Within the Planning Area

Jurisdiction	Acres¹
Total BLM-administered federal land surface to be covered by RMP decisions	554,000
Total land surface area in the Kanab RMP planning area (all ownerships) ¹	2,847,200
Split Estate Federal Minerals (All Minerals)	167,000
Split Estate Federal Minerals (Coal Only)	75,000
Split Estate Federal Minerals (Oil and Gas Only)	10,000
Split Estate Federal Minerals (Geothermal Only)	110
Split Estate Federal Minerals (Other Minerals)	13,800
¹ Because of land surface and mineral ownership overlaps and administrative responsibility overlaps, acreage figures are not additive. For the purpose of the Kanab RMP, where one or more of the mineral resource categories are federally owned, the acres are listed as if all minerals in the area were federally owned. Where mixed minerals ownership occurs (for example, privately owned oil and gas, overlapping with federally owned coal in the same area), minerals planning and management decisions in the RMP will pertain only to the federally owned minerals.	

Sources: Kanab BLM GIS Program, LR2000

In areas where the land surface is privately owned or owned by the State of Utah or local governments and the minerals are federally owned, the RMP will include planning and management decisions for only the BLM-administered federal mineral estate. The land and resource uses and values on the non-federal surface will be taken into account in the impact analysis and will affect development of the federal minerals. However, the RMP decisions will not pertain to non-mineral state and private actions on non-federal surface. At the same time, surface and minerals management actions and development activities of non-federal surfaces and mineral estate will be taken into account for purposes of cumulative impact analysis in the Kanab RMP/EIS.

In areas where the federal land surface is administered by the United States Forest Service (USFS), the National Park Service (NPS), or other federal agencies and the federal mineral estate is administered by the BLM, the land surface planning and management decisions are the responsibility of these “other” federal surface management agencies. BLM administrative responsibilities within these areas (for example, actions concerning the federal mineral estate) are handled on a case-by-case basis and are guided by the other surface management agencies’ policies, procedures, and plans when applying stipulations or restrictions. At the same time, surface and minerals management actions and development activities anticipated in these areas will be taken into account for purposes of cumulative impact analysis in the Kanab RMP/EIS.

The planning area is situated within the Colorado Plateau and Wasatch and Uinta Mountains Ecoregions (Omernik 1987). The Colorado Plateau Ecoregion, which encompasses the southern and eastern portions of the planning area, is characterized by rugged tableland topography with precipitous canyon walls that mark abrupt changes in local relief. The region contains a mixture of pinyon-juniper woodlands, grasses, and shrubs in the higher elevations and saltbrush-greasewood communities in the lower elevations (Environmental Protection Agency [EPA] 2005). The Wasatch and Uinta Mountains Ecoregion, which encompasses the northwestern portion of the planning area, is composed of high, precipitous mountains with narrow crests and valleys flanked in some areas by dissected plateaus and open high mountains. The elevational banding of vegetation is similar to that of most of the mountainous regions in the western United States, with coniferous forests (primarily pinyon and juniper) covering much of the region. Grasses and shrubs are typical in the lower elevations with Douglas fir, ponderosa pine, aspen, and juniper oak woodlands covering the low to middle elevations (EPA 2005).

The planning area is characteristic of these two ecoregions, containing the unique and important geological and biological features present in the regions. The Colorado Plateau Ecoregion is particularly unique because it is the only area in the United States where large mountain rivers flow through exposed sandstone, creating large canyons and world-class recreation opportunities. The most distinguishing feature of the Wasatch and Uinta Mountains Ecoregion is its vast expanses of coniferous forests and large areas of Gambel oak. The Wasatch and Uinta Rockies differ climatically from other Rocky Mountain ecoregions in their relative aridity, a function of the extensive rain shadow cast by the Sierra Nevada Mountains 500 miles to the west. These regions are rich in endemic fish and insect species and provide habitat for many other forms of wildlife, including pronghorn, elk, mule deer, cougar, black bear, bighorn sheep, federally listed species, and BLM sensitive species.

Much of the Colorado Plateau and Wasatch and Uinta Mountains Ecoregions have been altered by human activity, such as livestock grazing, minerals exploration and development, logging, fire suppression, and OHV and other recreational use. As demands for these activities increase, the extent of human impacts will likely increase. Issues concerning resource conditions within the decision area primarily involve balancing the use of resources for commercial and recreational purposes with need for protection of natural resource values.

1.3 SCOPING AND PLANNING ISSUES

Public input is generated through a formal public scoping period, which began with the publication of the Notice of Intent (NOI) in the *Federal Register* on April 2, 2004. The scoping period included four public scoping meetings. The formal scoping period ended on February 15, 2005. The majority of comments emphasized OHV management, recreation, and areas of special designation. Other issues of high interest include livestock grazing, access to public lands, and social and economic issues. Chapter 5 contains additional information about the results of the scoping process.

1.3.1 Planning Issues Addressed

Planning issues are related to concerns or controversies about existing and potential land and resource allocations; levels of resource use, production, and protection; and related management practices. They contribute to the need for this proposed plan revision. The RMP process provides an opportunity to address these conflicts or questions. Issues are position-neutral statements or questions that set the groundwork for development of alternative solutions to be analyzed in the EIS. Issues may be of local, state, or national concern, or they may reflect conditions specific to the decision area. Identified issues are subject to change throughout the planning process as new conditions or concerns are identified.

Comments were solicited from the public; organizations; tribal governments; and federal, state, and local agencies to identify issues. In addition, management concerns were identified through discussions with BLM resource specialists. The issues listed below were identified by the KFO during the agency and public scoping process. More information on these issues is available in Chapter 3 of the *Scoping Report*. Issues are organized by resources and resource uses category, with issues and sub-issues listed as brief, numbered list items.

Resources

Air Quality

Current air quality standards postdate earlier planning decisions. The Kanab RMP will incorporate objectives for air quality and visibility, describe the current air resource conditions within the decision

area, provide actions or limitations to manage air resources and visibility, and provide for collaboration on regional issues with local, state, and federal agencies.

Soil Resources

The Kanab RMP will address protection of soils to reflect the expected future uses and conditions of BLM-administered lands, and some standards and objectives may need to be clarified or changed. Stipulations currently in place to reduce salinity or erosion impacts during some resource uses could be expanded to include all surface disturbing activities. Specific emphasis could be placed on managing surface disturbing actions on identified areas of fragile soils and areas susceptible to erosion. Another issue raised was minimizing soil loss and salinity contributions to the Colorado River.

Water and Watershed Resources

The Kanab RMP will address water quality issues, determine where current resource uses may be contributing to water quality problems, include best management practices for riparian/wetland areas, and review the State's 303(d) list for impaired river and streams and determine if BLM-authorized activities contribute to the impairment. In addition to the State's 303(d) list, RMP decisions could consider actions that address salinity concerns in the Colorado River. Management decisions could include limiting or restricting surface disturbing activities in riparian areas, near impaired rivers and streams, in floodplains, and in watersheds used for public drinking water supply.

Vegetation

The Kanab RMP will identify desired outcomes for vegetation resources (i.e., Desired Plant Communities [DPC]), including the desired mix of vegetation types, structural stages, and landscape and riparian functions. The RMP will need to ensure that the *Standards for Rangeland Health* are applied to all resources and uses. The RMP could also designate management for priority plant species. This RMP could identify areas available or not available for use of vegetation products, such as pine nuts, grass and forb seeds, or live plant collection. The RMP will also address:

- Vegetation species (native versus non-native) available for rehabilitation/restoration
- Noxious weeds and non-native invasive species management
- Preservation of relict plant communities and hanging gardens
- Encroachment of pinyon-juniper woodlands
- Application of various vegetation treatment methods to restore degraded habitats
- Improvement or maintenance of riparian and wetland areas.

Special Status Species (Threatened, Endangered, and Sensitive)

Since completion of the existing plans, several plant and animal species have been identified or designated as special status. Existing LUP decisions do not adequately address these species. The Kanab RMP will address the need to identify specific actions or restrictions to preserve habitat and protect threatened, endangered, candidate, and proposed plant and animal species from disruptive activities and habitat loss or fragmentation. The plan will implement appropriate conservation agreements and recovery plans. In addition, research and monitoring have increased information concerning the distribution and habitat requirements of various species. The revised RMP would incorporate this information for listed and non-listed special status plant and animal species. The Kanab RMP will address protection of special status species (e.g., Greater sage-grouse breeding, nesting, brood-rearing, and wintering habitat and bald eagle and other sensitive raptor nest sites) and sensitive areas from disruptive activities.

Fish and Wildlife

The Kanab RMP will address the need to improve wildlife habitat and include desired habitat conditions for major habitat types that support a wide variety of wildlife species. The plan will address opportunities for improving the habitat condition and protecting high-quality habitat areas (e.g., ponderosa pine, aspen, and sagebrush) as important wildlife habitat. Priority species, including populations of fish or wildlife species, and habitats will be identified. Actions and area-wide use restrictions needed to achieve habitat conditions will be identified.

The existing LUPs do not include management for migratory bird habitat. The RMP revision will integrate direction from Executive Order (EO) 13186 by integrating information concerning Utah Partners in Flight (PIF) priority species and U.S. Fish and Wildlife Service (USFWS) Birds of Conservation Concern. The Kanab RMP will address protection of raptor nest sites and sensitive areas from disruptive activities.

The RMP will also address:

- Fish and wildlife habitat connectivity
- The potential for fish and wildlife reintroductions
- Forage allocation for big game species as established by the Utah Division of Wildlife Resources.

Wildland Fire Ecology

While there were scoping issues related to wildland fire and its role in the environment and use as a management tool, the *Utah Land Use Plan Amendment for Fire and Fuels Management* was completed in September 2005, amending the existing LUPs with updated wildland fire ecology management decisions. Upon review of the issues raised in scoping and the decisions made in the amendment, it was determined that the amendment's decisions adequately address wildland fire management, identifying landscape level goals and actions needed to achieve them. This RMP effort carries these decisions forward unchanged, because they were completed with up-to-date information and were associated with an appropriate-level NEPA document. Chapter 3 presents the current environment for wildland fire, and Chapter 4 addresses impacts on wildland fire management by management actions related to other resources and resource uses.

Cultural Resources

There are numerous laws, regulations, and policies as well as program guidance for the cultural program that postdate the existing LUPs. The existing LUPs address a portion of the required components, but are silent on several other key policy requirements such as the Native American Graves Protection and Repatriation Act, the 1992 amendments to the National Historic Preservation Act (NHPA), and EO 13007, and do not have specific resource management goals and actions that address these directives. This RMP will provide for the development of a proactive cultural resources management framework that incorporates changes in BLM policy and law. This planning effort will provide guidance for the cultural resources program and identify priorities for future inventories. The new policy of cultural resource use allocations could also provide a framework for priority cultural resource areas or site types.

Many policies regarding consideration of Native American values, sovereignty, and coordination and consultation were not in place during the preparation of existing plans. Thus, the RMP revision will seek to actively consult with, address concerns of, and recognize values and resources important to Native Americans.

Paleontological Resources

Paleontological resources in the decision area and the geologic formations that extend within the adjacent GSENM contain extensive fossils, including scientifically significant type specimens. The RMP will address the study, use, and protection of these paleontological resources. While there are some decisions that address the management of petrified wood, these are directed at consumptive use. This RMP will need to address the management of paleontological resources, including their scientific, educational, recreational, and consumptive use values. This could be accomplished through programmatic decisions providing direction to the paleontology program and through land use stipulations or restrictions to protect these values.

Visual Resources

The visual resources inventory has been updated based on policy changes. In addition, changes in visitor use patterns and frequency and visitor sensitivity to changes in the landscape have occurred. The RMP will apply the new visual resources inventory and policy and address areas of high scenic values such as viewsheds adjacent to National Parks or existing scenic byways and backways.

Non-WSA Lands with Wilderness Characteristics

In September 2005, the U.S. District Court, District of Utah, Central District, approved an agreement to settle a lawsuit challenging the BLM's authority to conduct new wilderness inventories. The policies stemming from the settlement stipulated that the BLM's authority to designate new wilderness study areas (WSA) expired no later than October 21, 1993. The BLM retains its Section 201 FLPMA authority to inventory resources or other values, including areas with wilderness characteristics such as naturalness or solitude and that are conducive to primitive, unconfined recreation.

The BLM's policy on considering wilderness characteristics in LUPs is contained in Section 202 of FLPMA and clarified in the Land Use Planning Handbook (BLM-H-1601-1). According to the planning handbook, lands with wilderness characteristics may be managed to protect and/or preserve some or all of those characteristics. This may include protecting certain lands in their natural condition and/or providing opportunities for solitude or primitive and unconfined types of recreation. The BLM can make a variety of LUP decisions to protect wilderness characteristics, such as establishing Visual Resource Management (VRM) class objectives to guide the placement of roads, trails, and other facilities; establishing conditions of use to be attached to permits, leases, and other authorizations to achieve the desired level of resource protection; and designating lands as open, closed, or limited to OHV use in order to achieve a desired visitor experience.

There are areas in the decision area outside of existing WSAs that were determined by the BLM in the 1999 Utah Wilderness Inventory (BLM 1999a) to have wilderness characteristics. In addition, since 1999 and during scoping for this LUP members of the public submitted information suggesting that additional areas outside of existing WSAs have wilderness characteristics and should be managed to preserve those values. All the non-WSA lands with wilderness characteristics (WC areas) evaluated in this process are described in Chapter 3. Through the RMP planning process, the BLM will consider all available information to determine the appropriate mix of resource use and protection that best serves the FLPMA multiple-use mandate.

Resource Uses

Forestry and Woodland Products

There is a demand for harvest of forest and woodland species in the decision area. In addition, the Healthy Forest Restoration Act passed in 2003 directs additional attention to the management and health of forests and woodlands on public lands. This RMP will address whether there are areas that are appropriate for commercial timber harvest and for harvest of woodland species for fuelwood, posts, biomass utilization, or other woodland products. Management direction for forest and woodland resources could be changed to focus on identifying desired forest and woodland stand objectives and using forest and woodland product harvest to help achieve desired conditions.

Livestock Grazing

Land ownership and designation in the area has changed substantially since the previous LUPs were developed. Minor changes have occurred in the grazing program that need to be updated in the context of land ownership and the existing condition of the range. This RMP will review and update lands available or unavailable for livestock grazing, as referred to in 43 CFR 4130.2. Specifically, this RMP will determine management of allotments to improve or maintain rangeland health, including the following:

- A limited number of necessary changes in the current forage allocations (livestock and wildlife)
- Allotments that require a change in class of livestock
- Areas of conflicts between other land uses and livestock grazing
- Extent and type of livestock movement that is appropriate (historic livestock driveways).

Forage reallocation has been raised in BLM planning processes throughout the west. Agencies and organizations have sought such actions in the past and will likely continue to do so in the future. Existing plans hint at allocation of forage to big game, but do not address this issue completely. This planning process will address this issue in terms of how future requests for reallocation will be addressed. This process could also provide for temporary (outside normal season of use) livestock grazing on these allotments to achieve desired vegetation, fuel conditions, or other management objectives.

Recreation

Since the completion of the existing LUPs, considerable changes to recreation use have occurred within the decision area. In certain parts, increased visitor use is affecting soil, water, vegetation, and wildlife and the potential for conflicts between recreationists is increasing. In addition to changes in use, BLM recreation management policy has changed. This RMP will apply the new policies in providing recreation opportunities and benefits while protecting natural and cultural resources.

Conflict between motorized and non-motorized users was identified as a concern during the public scoping process. Specific management initiatives such as travel plans, recreation zoning, developed sites, and improved interpretation and education could be considered to improve opportunities and reduce conflict.

The existing extensive recreation management area (ERMA) was identified primarily because there was no need for more intensive recreation management; however, recreation use has significantly increased since the implementation of current management direction. Portions of the existing ERMA were reviewed for potential to be identified as special recreation management areas (SRMA) to effectively manage the area's changing recreation patterns. The planning process will consider a benefits-based recreation planning system in order to identify recreation niche opportunities that exist and for determining potential

SRMAs. The new RMP will assist in protecting resources from the impacts of recreation use and in improving recreational opportunities, including the potential for new developed recreation sites.

Recreation that occurs along travel corridors and at highly developed sites remains popular. As visitation to these sites increases, management of the areas may need to focus more heavily on providing defined recreation experiences. Users of front country recreation sites typically expect more extensive interpretive information and facilities. Areas that were once dispersed recreation sites may have become de facto front country recreation sites through increased use. This RMP will address these high-use areas and protect recreation opportunities while protecting the resource values.

Other issues that will be addressed in the RMP include:

- Management of natural soundscapes, specifically around Bryce Canyon and Zion National Parks
- Management of dispersed camping
- Heritage tourism opportunities
- Areas available for specimen collection (geology, paleontology, etc.).

Transportation

Existing transportation management decisions are out of date with existing demand and policy. The decisions are limited largely to OHV area designations and do not provide for existing OHV use demands while providing for sustained resource protection. OHV use and management will be addressed in conformance with the *National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands*. Existing OHV area and route designations will be reviewed and modified where needed to meet changing levels of OHV use, existing resource condition, and changing resource objectives.

Closures for Parunuweap Canyon, North Fork Virgin River, and Orderville Canyon WSAs will be reviewed to determine how OHV use in these areas should occur to protect wilderness values. A travel restriction action in the Hog Canyon area will also be reviewed in this RMP.

In addition, existing plans do not differentiate between the various aspects of the transportation system, such as recreational, traditional, casual, agricultural, administrative, commercial, or educational use of the transportation system, and providing access to public land users along routes. Outside of OHV use, existing plans do not address any other modes of use or conditions for such use. This planning process could establish comprehensive travel system planning, addressing these aspects of use in relation to the existing transportation system and resource values, providing for modifications to the transportation system to meet the resource and use demands. It could also establish preliminary maintenance standards for the transportation network, including the management of undesignated routes.

Lands and Realty

Current management has been sufficient in managing lands and realty within the decision area with the exception of land disposals for community expansion. Increasing use of the planning area and demands on resources will elevate the role of the lands and realty program to manage the increase in requests for rights-of-way (ROW), permits, leases, and land tenure adjustments. Therefore, this RMP will include management strategies designed to accommodate these increased land requests. Specifically, flexibility allowed by land tenure adjustment criteria will be continued, with some possible modifications.

The demand for utility lines, additional roads, and new communication sites is anticipated to increase over the life of the new RMP. Most of the demand for ROWs would be for small encumbrances and would not require (or be part of) placement within designated utility corridors. Existing ROW corridors

will be evaluated and adjusted and new corridors established where necessary in coordination with neighboring BLM, other federal, and tribal jurisdictions and major utility companies. To aid in this process, ROW avoidance and exclusion areas will be identified, delineated, and mapped with consideration for the goals and objectives of other resources.

Other lands and realty issues that will be addressed in the RMP include:

- Areas available for new communication sites
- Areas considered for withdrawal from public land laws for resource protection
- Lands to be considered for disposal (including sales and providing for needs of local and other government entities for public purpose use)
- Areas available for alternative energy resource development (e.g., wind and solar energy development)
- Management of permits for filming.

Minerals and Energy Resources

The Kanab RMP will address the continued sale, leasing, and location of mineral and energy resources within the decision area. Oil and gas leasing stipulations will be revised to incorporate new resource data. A coal screening process will be applied to identify areas acceptable for leasing consideration. A Reasonably Foreseeable Development scenario has been developed for leasable, locatable, and salable minerals development, and will help focus the analysis of the development of these resources. The Kanab RMP will identify areas recommended for withdrawal from locatable mineral entry and identify areas as open or closed to disposal of salable minerals. The Kanab RMP will incorporate best management practices and best technology available for minerals and energy development.

The EPCA directed the Secretary of the Interior, in consultation with the Secretaries of Agriculture and Energy, to conduct an inventory of oil and gas resources beneath federal lands. The inventory is contained in the January 2003 EPCA Report. The EPCA inventory provided estimates of undiscovered technically recoverable resources and proved reserves of oil and gas beneath five major geologic basins in the western United States and an inventory of the extent and nature of limitations to their development. The Paradox/San Juan Basin, which is partly located within the decision area, is one of the five primary inventory areas. The Paradox/San Juan Basin and the other four basins were selected because these basins contain most of the onshore natural gas and much of the oil under federal ownership.

Special Designations

Areas of Critical Environmental Concern

As part of the RMP process, the Water Canyon/South Fork Indian Canyon Area of Critical Environmental Concern (ACEC) will be reevaluated to determine if the relevant and important values are still present. As a result, the ACEC designation could be revoked in the new RMP. Management prescriptions for this area will also be reviewed to ensure that they can protect the identified relevant and important values.

In accordance with FLPMA, consideration will be given to the designation of additional ACECs during the RMP process. Areas that are determined by the BLM to meet the requisite relevance and importance (R&I) criteria for ACEC designation will be identified; will have management developed to protect relevant and important values, resources, natural systems or processes, or hazards/safety/public welfare (referred to collectively as values); and be brought forward for analysis in one or more of the EIS alternatives.

Wild and Scenic Rivers

Section 5(d) of the Wild and Scenic Rivers Act directs federal agencies to consider the potential for national wild, scenic, and recreational river areas in land use planning documents; therefore, a Wild and Scenic Rivers review will be part of the RMP revision process. All potentially eligible rivers will be reviewed by the interdisciplinary team to determine if they are free-flowing and contain outstandingly remarkable values that make them eligible for congressional designation into the National Wild and Scenic Rivers System. All eligible river segments will be assigned a tentative classification of “wild,” “scenic,” or “recreational” and will be considered in the RMP/EIS as to their suitability for congressional designation into the National Wild and Scenic Rivers System. Management will be designed to protect the tentative classification, free-flowing nature, and outstandingly remarkable values of suitable segments.

Wilderness

While not specifically addressed in any of the existing LUPs, wilderness areas require more intensive management once they are designated. The Wilderness Act directs that wilderness areas be managed to provide for their protection and the preservation of their natural conditions and wilderness character. The BLM will continue to manage wilderness in this manner in conjunction with applicable law, regulation, and policy. An implementation-level Wilderness Management Plan was completed for the Paria Canyon-Vermilion Cliffs Wilderness in 1986. This RMP process will review the guiding decisions for the Paria Canyon-Vermilion Cliffs Wilderness (in coordination with the BLM Arizona Strip Field Office, which co-manages the wilderness with KFO) and provide landscape-level direction to ensure protection of wilderness characteristics. Such direction would be used in future revisions of or amendments to the Wilderness Management Plan.

Wilderness Study Areas

For the most part, current management of the five WSAs has been adequate to protect the wilderness characteristics of those areas. However, some problem areas have recently developed. Increased OHV use has begun to threaten the wilderness characteristics of the Moquith and Parunuweap WSAs. This EIS will address increased OHV use through route designations (implementation-level decision) and travel management decisions (RMP-level decisions) in order to continue to protect the WSAs’ wilderness characteristics. As directed by BLM policy, the RMP will also set objectives for management of visual resources within the WSAs.

Other Designations

The RMP will contain management to protect the historic values along the Old Spanish National Historic Trail. Potential management will be coordinated with NPS and other BLM offices through which the trail segments pass in order to standardize management. The RMP will also consider management of lands adjacent to National and State byways and backways.

Social and Economic Features

The BLM makes many decisions in an RMP that affect the social and economic environment. As such, issues to be addressed in the RMP include social and economic values. The impacts analysis will include the impact of alternative RMP decisions on the planning area’s social or economic environment.

General Issues

Some issues raised during scoping addressed more general categories related to the RMP. The RMP will consider management of different uses and geographic sub-regions through the use of various management tools such as livestock grazing, coal unsuitability criteria, oil and gas leasing stipulations, SRMAs, and ACECs. This will ultimately resemble a sort of management zoning, using the various management tools in concert with each other to achieve multiple-use alternatives across the landscape. The RMP will also use the best management practices developed across the BLM.

Where appropriate, this RMP will address hazardous materials issues. The Kanab RMP will not allow unauthorized hazardous material generations, storage, disposal, or transport. RMP prescriptions will be in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act and the Resource Conservation and Recovery Act.

1.3.2 Issues Considered but Not Further Analyzed

Some issues raised during scoping are beyond the RMP's purpose and will not be considered in the EIS. The following section describes the types of issues that were not analyzed in this EIS. For more information on the issues raised during scoping but not addressed in the EIS alternatives, please see Chapter 4 of the *Scoping Report*. There are three justifications for removing these issues from consideration:

1. The BLM does not have authority to resolve the issue raised.
2. The issue is addressed through implementation/site-specific planning actions.
3. The issue raised is resolved through law, regulation, Bureau policy, or administrative action.

Justification 1

The BLM cannot make RMP-level decisions to address issues for which the BLM does not have the authority to resolve the issue raised, such as wilderness, withdrawals, or wild and scenic river designation. The BLM is granted certain authorities through federal law, which are implemented by the CFR. Issues that fall under this justification are usually resolved through congressional or judicial action.

The State of Utah and Kane and Garfield counties may hold valid existing ROWs in the decision area pursuant to Revised Statute (RS) 2477, Act of July 28, 1866, Chapter 262, 8, 14 Stat. 252, 253, *codified at* 43 U.S.C. 932. On October 21, 1976, Congress repealed RS 2477 through passage of FLPMA. This RMP does not adjudicate, analyze, or otherwise determine the validity of claimed ROWs. However, nothing in the RMP extinguishes any valid ROW, or alters in any way the legal rights the state and counties have to assert and protect RS 2477 rights or to challenge in federal court or other appropriate venue any use restrictions imposed by the RMP that they believe are inconsistent with their rights.

Justification 2

Another variety of issues commonly raised during scoping are those addressed through implementation and site-specific planning actions and therefore best resolved at the implementation level of planning. RMP decisions provide guidance for “future land management actions and subsequent site-specific implementation decisions. These LUP decisions establish goals and objectives for resource management (desired outcomes) and the measures needed to achieve these goals and objectives, expressed as actions and allowable uses (lands that are open or available for certain uses, including any applicable restrictions, and lands that are closed to certain uses)” (BLM-M-1601 Section II A). Therefore, some site-specific issues, such as the setting of allotment-specific livestock utilization levels, are not appropriate for the

RMP level of decision-making. For example, adjustments to livestock use on an annual basis are dependent on seasonal fluctuations in precipitation, and require more flexibility to manage livestock in a manner that results in healthy range conditions. Similar issues concerning site-specific resource concerns and conflicts are best answered by site-specific decisions and associated NEPA analysis. A full list of these issues is available in Chapter 4 of the *Scoping Report*; the following are a few examples of issues addressed by this justification:

- What livestock utilization levels should be appropriate?
- What season of use for livestock grazing should be authorized?
- How should OHV user education be implemented to reduce impact conflicts (including signage, mapping, rules, and trail rating system)?
- How should recreation waste (trash in general and human waste) be managed?
- How would vegetative treatments or other range improvements on private land (which affect use by wildlife and livestock) be addressed?
- What management should be necessary to address the visual impacts of pinyon-juniper treatments?
- How should funding be acquired and allocated to implement plan decisions?
- How could the RMP include volunteer user groups in resource management?

Justification 3

The final type of issues is those non-discretionary actions that are required through law, regulation, BLM policy, or administrative action. This includes those actions that are implemented by the BLM as a standard operating procedure (SOP), because law or regulation requires it or because they are BLM policy. For example, administrative issues raised encouraging the BLM to analyze impacts in a certain manner are beyond the scope of the decisions to be made in the RMP. In addition, the NEPA regulations (40 CFR 1500) and BLM NEPA handbook (BLM-H-1790) contain directions on how to conduct impact analysis. Other issues like this include using up-to-date information to make decisions, how to resolve trespasses, and how to involve the public more in the planning process. A full list of these issues is available in Chapter 4 of the *Scoping Report*; the following is a few examples of issues addressed by this justification:

- Management of cultural resources that includes up-to-date inventories, non-disclosure of sensitive sites, proposed cultural sites for the National Register of Historic Places, and Native American consultation.
- How should livestock grazing and range management differ during periods of environmental extremes (drought, floods, fire, etc.)?
- How long after wildland fire should livestock grazing be prohibited?
- How would OHV trespasses be addressed?
- How would local social culture be maintained (including historic/traditional use, specifically ranching, mining, and recreation)?
- How do plan decisions affect the local economy?
- How would the economic impacts of plan decisions be evaluated and displayed?
- How should the RMP address air quality impacts from smoke and oil and gas development?
- How should WSAs be managed?
- How would the RMP address SOPs, standards, guidelines, etc.?
- How could the principles of adaptive management be integrated into the RMP?
- How would private open space be protected (compensation)?

1.4 PLANNING CRITERIA

BLM planning regulations (43 CFR 1610) require preparation of planning criteria to guide development of all plans. Planning criteria are the constraints or ground rules that guide and direct the development of the RMP, and they determine how the planning team approaches development of alternatives and ultimately selects the Preferred Alternative. Planning criteria ensure that plans are tailored to the identified issues and that unnecessary data collection and analyses are avoided. They focus on the decisions to be made in the plan and provide an early, tentative basis for inventory and data collection needs. Planning criteria used in this RMP process are:

- This plan will recognize the existence of valid existing rights.
- Lands addressed in the RMP will be public lands (including split estate lands) managed by the BLM. Decisions on lands not managed by the BLM will not be made in the RMP.
- The BLM will use a collaborative and multi-jurisdictional approach, where possible, to jointly determine the desired future condition of public lands.
- As described by law and policy, the BLM will strive to ensure that its decisions are as consistent as possible with other planning jurisdictions within the planning area boundary.
- Management prescriptions will consider a range of alternatives that focus on the relative values of resources and ensure responsiveness to the issues and not the combination of uses that will give the greatest economic return or output.
- Watersheds will be identified and watershed conditions determined for the Utah Interagency Colorado River Salinity Ranking Process (BLM, National Resource Conservation Service, U.S. Geological Survey, Bureau of Reclamation).
- The BLM will use current scientific information, research, technologies, and results of inventory, monitoring, and coordination with appropriate local and regional agencies to determine appropriate local and regional management strategies that will enhance or restore impaired systems.
- Direction provided by the 2001 Federal Wildland Fire Policy will be incorporated into the planning process. Planning will be consistent with the National Fire Plan.
- Management of existing WSAs will be guided by the *Interim Management Policy for Lands Under Wilderness Review* (IMP). Land use allocations made for WSAs must be consistent with the IMP and with other laws, regulations, and policies related to WSA management. If areas are designated as wilderness by Congress, they will be managed to preserve their wilderness values according to applicable laws, regulations, and policy.
- Rangeland health standards will apply to all activities and uses and will generally be evaluated on a watershed basis. Adjustments to current livestock grazing or wildlife forage allocations will be considered in accordance with the *Standards for Rangeland Health* and *Guidelines for Grazing Management* and will be applicable to all alternatives.
- Baseline Reasonably Foreseeable Development scenarios will be developed and portrayed based on historical, existing, and projected future levels for all programs.
- The BLM will consult with Native American Tribes to identify sites, areas, and objects important to their cultural and religious heritage.
- The decisions of this plan will comply with the ESA and follow interagency agreements with the USFWS regarding the Section 7 consultation process.
- The decisions of this plan will comply with the Clean Water Act and follow Utah best management practices for ensuring water quality.
- This planning effort will follow agency manuals, handbooks, and policy for management of visual resources in the planning area.
- Management actions will be responsive to the issues, concerns, and opportunities identified for resolution in this plan.

- Transportation planning will be addressed, including designation of OHV polygons (RMP-level decisions) and individual routes (implementation-level decisions). Decisions regarding OHV use will be consistent with BLM's National OHV strategy.

Public lands within the planning area are being impacted by the growing population in the west. This population growth (as well as its impacts on the public lands) will continue in the future. The RMP must be flexible enough to address this issue into the future.

1.5 PLANNING PROCESS

FLPMA is the primary authority for the BLM's management of public lands. As defined by the act, public lands are those federally owned lands and any interest in lands (e.g., federally owned mineral estate) that are administered by the BLM. NEPA provides the basic national charter for environmental responsibility and requires the consideration and public availability of information regarding the environmental impacts of major federal actions significantly affecting the quality of the human environment. RMPs are considered a major federal action and require developing an accompanying EIS. In concert, these two laws provide the overarching guidance for administration of all BLM activities. The approved RMP will meet the BLM statutory requirement for a master LUP as mandated by FLPMA Section 202, which specifies the need for a comprehensive LUP consistent with multiple use and sustained-yield objectives.

In addition to the RMP providing management direction, the associated EIS can provide NEPA analysis to assist subsequent planning efforts. The "tiering" of NEPA documents is used to prepare new, more specific environmental documents without having to duplicate relevant parts of other previously prepared more general documents such as RMPs/EISs (BLM-H-1790). When this occurs, environmental documents associated with the more specific activity incorporate by reference the general discussions and analysis from the broader document (RMP/EIS), enabling the NEPA document for the specific activity to concentrate on the issues and impacts of the project that are not specifically covered in the broader document (BLM-H-1790). BLM decision-making relevant to land use planning includes the following:

- **Resource Management Plans.** The BLM's broadest, least specific level of decision-making specific to land and resource use is in the RMP. The BLM uses RMPs to make land use allocations, provide general future management direction for managing specific areas of land, and provide the framework for management of all natural resources under BLM authority. Plan decisions are based on a public NEPA disclosure process, usually including the development of an EIS.
- **Activity Plans.** These plans include more detailed management decisions than RMPs. Mid-level decisions are provided in activity plans, also known as implementation plans. Activity planning addresses management of specific programs and usually selects and applies best management practices (BMP) to meet the RMP. Decisions covering major (often geographically widespread) proposals lead to coordinated activity plans that cover all programs in an integrated manner. A program-oriented activity plan such as a habitat management plan is another example of an activity plan. Activity plans also must undergo a NEPA analysis.
- **Project-Level Decisions.** The BLM analyzes individual projects proposed in a specific location for localized or site-specific effects. For example, constructing a fence to control livestock is designed based on site-specific surveys and BLM standards. A documented project decision allows the fence to be completed with site-specific mitigation, as needed.

As the broadest, least specific level in the BLM planning process, the Kanab RMP will prescribe the allocation of and general future management direction for the resources and land uses of BLM-

administered public lands in the planning area. In turn, the Kanab RMP also guides more specific tiers of the planning process (i.e., activity plans and projects or site-specific plans).

The BLM RMP process consists of nine basic steps and requires the use of an interdisciplinary team for the completion of each step. The planning steps described in the regulations (43 CFR 1610.4) and used in preparing this plan are shown in Table 1-2.

Table 1-2. Nine Basic Planning Steps

INFORMATION	
STEP 1:	Identification of Issues*
STEP 2:	Development of Planning Criteria*
STEP 3:	Inventory Data and Information Collection
ANALYSIS	
STEP 4:	Analysis of Management Situation
STEP 5:	Formulation of Alternatives
STEP 6:	Estimation of Effects of Alternatives
STEP 7:	Selection of Preferred Alternative
DECISION	
STEP 8:	Selection of Resource Management Plan*
IMPLEMENTATION	
STEP 9:	Monitoring and Evaluation**

* Public participation is invited throughout the planning process but is formally requested at these steps.

** The RMP shall be revised as necessary based on monitoring and evaluation findings, new data, new or revised policy, and changes in circumstances affecting the entire plan or major portions of the plan.

Five documents must be completed during preparation of the RMP to record the planning process: the Preplanning Analysis, the Analysis of the Management Situation (AMS), the Draft RMP/EIS, the Proposed RMP and Final EIS, and the Record of Decision (ROD) and Final RMP. A given document serves as a foundation for the subsequent one. The RMP/EIS is the foundation for an implementation/project-specific decision.

The Proposed RMP/Final EIS indicates a Proposed RMP. Persons who participated in the planning process and have an interest that is or may be adversely affected by approval of the RMP may protest the approval. Protests may raise only issues that were submitted for the record during the planning process. Protests shall be filed within 30 days after the Proposed RMP/Final EIS is filed with the EPA.

The BLM monitors and evaluates the Final RMP, with formal review taking place every 5 years. Public reaction to the BLM's land management can lead to revision of the RMP through these periodic reviews. Public concerns voiced through changes in law or agency policy also serve as a basis for planning decisions.

1.5.1 Relationship to Other Plans

Title II, Section 202 of FLPMA provides guidance for the BLM's planning process to coordinate planning efforts with American Indian tribes, other federal agencies, and state and local governments. To

accomplish this directive, the BLM has kept abreast of other federal, state, and local plans; ensured that consideration is given to such plans; and worked with these other entities to avoid inconsistencies among their various plans. FLPMA Subsection 202(c)(9) states that “land use plans of the Secretary under this section shall be consistent with state and local plans to the maximum extent he [sic] finds consistent with federal law and the purposes of this Act.” In keeping with the above mandates, members of the planning team reviewed the following federal, county, and municipal plans for consistency:

- Kane County, Utah, General Plan (1998)
- Garfield County, Utah, General Plan (1995 and amended 1998)
- Scenic Byway 12 Corridor Management Plan (2001)
- State Comprehensive Outdoor Recreation Plan (2003)
- Utah Comprehensive Wildlife Conservation Strategy (2005)
- Coral Pink Sand Dunes State Park General Management Plan (2004)
- Utah’s Water Resources: Planning for the Future, Utah Division of Water Resources (2001)
- Zion National Park General Management Plan (2001)
- Bryce Canyon National Park Fire Management Plan and Environmental Assessment/Assessment of Effects (2004)
- Arizona Strip Field Office Proposed Plan/Final EIS (2007)
- St. George Field Office Resource Management Plan (1999)
- Grand Staircase-Escalante National Monument Management Plan (1999)
- Arizona Statewide Wild and Scenic Rivers Legislative EIS (1994)
- Endangered Species Recovery Plans and Conservation Agreements – examples as follows:
 - Mexican Spotted Owl Recovery Plan, 1995
 - Utah Prairie Dog Recovery Plan, 1991
 - Utah Prairie Dog Interim Conservation Strategy, 1997
 - Welsh’s Milkweed Recovery Plan, 1992
 - Siler Pincushion Cactus Recovery Plan, 1986
 - Conservation Agreement and Strategy for the Coral Pink Sand Dunes Tiger Beetle, March 31, 1997
 - Recovery Plan for the California Condor, 1996
 - Final Recovery Plan for Southwestern Willow Flycatcher, 2002.

1.5.2 Plan Monitoring, Maintenance, Amendment, Revision, and Implementation

The BLM expects that new information gathered from field inventories, other agency studies, resource themes from shared interagency databanks, and other sources will change baseline data used to arrive at proposed land use decisions and resource allocations. To the extent such new information and actions bear on issues covered in the plan, the BLM will integrate the data through a process called plan maintenance or updating. Decisions would be made with the appropriate level of NEPA analysis along with any procedural and regulatory requirements for individual programs (40 CFR 1500-1508, BLM NEPA Handbook H-170-1, and 526 DM 1-7).

When the BLM considers taking or approving actions that would not conform to the goals, objectives, or terms and conditions of this plan, the BLM would prepare a proposed plan amendment and environmental analysis to determine whether a plan amendment may be warranted. The land use planning process needs to be dynamic to respond to the numerous changes that inevitably will affect public lands. Amendments can be a necessary part of the planning process. Where changes are of a significant magnitude and affect a variety of resource programs, a full or partial plan revision will be considered and will be subject to

further NEPA analysis. The BLM will review the RMP periodically after the ROD is approved to determine whether the plan remains effective in guiding BLM's management of lands and resources.

In implementing the plan, the BLM will focus its resources on the highest priority issues determined to have the greatest significance to the health of the public lands involved and the socioeconomic well-being of local communities. Other issues will be deferred until priority programs and projects are implemented and found to be effective in accomplishing their intended purpose. Factors that would be used in setting priorities include the following:

- Legal and administrative mandates
- The extent to which critical resources or opportunities may be lost if action is not quickly taken
- Availability of committed partners willing to share in costs and administration
- Consistency with priority plans and programs of local, state, and other federal agencies
- Geographic areas that the BLM determines would receive the greatest return for the time and resources applied.

For many actions proposed in this RMP, the BLM will prepare or collaborate in preparation of detailed, site-specific activity-level plans that define projects and examine site-specific impacts on affected resources. These plans will address specific resource issues in prescribed geographic areas and will be completed with appropriate public and agency participation and environmental analysis. Planning at this level will allow the BLM to focus on particular land management opportunities or problems needing resolution in a manner not possible in the broad overview provided in this RMP. To the extent practical, these plans will be integrated with the plans of other interested or affected agencies.

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